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Reorganization of Russell County's Schools

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REORGANIZATION OF RUSSELL COUNTY'S SCHOOLS

BY

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Approved:-

Major Professor
and

Department of Education

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PREFACE

This study is based on extensive field experience in school problems and on a careful study of the more specific problems growing out of the work of a high school principal in Russell County, Kentucky. While serving in this capacity, the writer also assisted the county school superintendent in the transportation problems of the high school students of that county.

Out of these experiences and study have grown many considerations, conclusions, and practices which the writer believes will prove helpful at this time to the people of the county.

Grateful acknowledgment is made to Dr. Mary I. Cole for her faithful guidance in research. Development of the point of view would have been impossible without the suggestions of Dr. Lee Francis Jones of the Department of Education, Western Kentucky State Teachers College. Acknowledgment is made to Dr. Gordon Wilson head of the English Department for a critical reading of the study. The writer is indebted to Superintendent John O. Sims of Russell County for the use of the records found in the office of the superintendent.

CONTENTS

PREFACE	PAGE
	I
CHAPTER	
I INTRODUCTION	I
1 PURPOSE OF STUDY	
2 SCOPE OF STUDY	
3 SOURCES OF DATA	
4 TECHNIQUE OF TREATMENT	
5 SIMILAR STUDIES	
✓ II A SURVEY OF RUSSELL COUNTY'S HIGH SCHOOLS	9
III PHILOSOPHY OF SECONDARY EDUCATION	17
✓ IV HOW RUSSELL COUNTY MAY IMPROVE EDUCATIONAL ADVANTAGES FOR ADOLESCENTS	22
V EVALUATION	30
VI CONCLUSIONS AND RECOMMENDATIONS	33
BIBLIOGRAPHY	37

TABLES

TABLE		PAGE
I	Census, Membership, and Attendance of Russell County Schools	11
II	Distances Between Towns and Villages of Russell County	14
III	Causes of Non-Enrollment of Census-Age Children	16
IV	Instructional Costs in Russell County Schools	29

CHAPTER I

✓ The purpose of this study is to deal with some undesirable conditions which could be corrected. Why should two small high schools exist with only seven miles separating them? Why should classes composed of fewer than ten students be taught, when the same students could be taught in larger groups, through consolidation without inconvenience to anyone? Why should 173 adolescents of Russell County eligible for high school not attend school? Why should the teachers of two high schools in Russell County work in overcrowded buildings when they could work under better conditions? These are some of the problems which confront the people of Russell County.

✓ This study is confined to two high schools and six elementary schools. No attempt is made to bring fifty-eight other elementary schools within its scope, since the county does not have an adequate system of county roads. If this plan for reorganization should be followed, a great service would be rendered to the children of the county, because it will mean greater returns for money spent on education. The taxpayers should be interested in this plan, because it proposes to use fewer teachers and at the same time provide better advantages to the children.

Before this plan can be put into effect, three things must be done:

1. The two high schools and four elementary schools of Russell County must have larger classes and use fewer teachers.
2. The tax rate for schools must be raised from \$.75 to \$1.00 on each \$100.00 worth of property.
3. Transportation must be supplied to four elementary schools and two high schools.

These three conditions are so related that not one can be met without accomplishing the other two. The teachers would increase their efforts and meet larger classes if they could feel increased cooperation by parents. The taxpayers would never vote bonds unless they could see a high degree of cooperation by the teachers and realize that transportation would serve all well and fairly.

This study is not concerned with the colored children of Russell County. There are only three colored children of high school age and eligibility in the county. The colored high school students are transported to Columbia, Kentucky, where they are efficiently and economically schooled.

Most of the data used in this study were taken from the office of the superintendent of Russell County schools. Average daily attendance and average daily membership were obtained from the record books of the teachers who kept the attendance records from 1941 to 1946. The efficient records kept by the attendance officer were used in making comparison of pupils in attendance and those not attending high school. The financial records of the superintendent were used with the average daily attendance

to determine instructional cost per pupil. The bus drivers rendered valuable service in locating bus routes and the homes of children belonging in high school. Their services were rendered in the initial stages of this study, and their information has been widely used.

Expository and statistical treatment of the data have been used in this study. The judgment of specialists and the conclusions of recognized research authorities have guided the writer in the use of the data. All conclusions in this study have been endorsed by current practices and the philosophies of modern educational theory.

In similar studies, writers admit that the movement toward consolidation meets some stubborn opposition. Rarely are intelligent arguments advanced against it, the opposition being due to a rather stupid provincialism. Some parents contend that it is more expensive to send children away from home, and some think that the moral influence of larger groups is less desirable.

Burton sums up the arguments against consolidation as follows:¹

"The district system accords with democratic American ideals of local control.

The district system is economical and is better liked by the children.

The district system is educationally effective.

1

William H. Burton, Introduction to Education
(New York: D. Appleton - Century Company, 1934), pp. 373-374.

The larger unit encourages politics in management."

Burton answers these arguments and names the following advantages through consolidation:

"The consolidated school assures fewer and much better trained teachers.

Financial support is far more adequate.

The increased enrollment makes possible the operation of graded and high school with adequate curriculum and specialized teaching.

The consolidated school serves as a community center.

The pupil achievement is greater in the consolidated schools."

Deficient and inadequate as it has been, the rural school is practically the only institution through which the stabilization and improvement of rural life can come. The very magnitude of the problem has forced the efforts at rural school improvement. Among the leaders in education is Cubberley.² In his study of community improvement, he feels that there are three broad problems, which he names as follows:

"To make rural life such that the best types of personality are retained on the farm.

To bring to rural people a genuinely richer life and larger outlook.

To supply a social center for community life."

Cubberly elaborates an interesting contention regarding the work of the school as a social center and summarizes with the following

2

E. P. Cubberley, An introduction to the Study of Education (New York: Houghton Mifflin Company, 1925), p. 385.

statement: "It is significant that the research done in character education has shown that marked reduction in juvenile delinquency is achieved when all community activities bearing upon child welfare, recreation, or control are centralized and coordinated."

Efficiency through consolidation was studied by Brim, who³ has the following to say:

"The larger resources thus made available, libraries, scientific laboratories, shops, auditoriums and physical equipment are much needed for the educative process. The social contacts, the variety of points of view, the opportunities for recreation and games, the possible addition to the curricula not only in music, art, and industrial studies, but in the basic school subjects as well, all serve still further to supply the needs of the rural child. Since all are primarily interested in the child's fullest growth and in introducing him into a larger social membership, consolidation in the open country or in the rural-minded villages has obvious limitations and handicaps. But for the child himself such a policy involves little that is harmful and much that is good."

Russell and Judd summarize the benefits to be derived from consolidation of smaller school units in an overview of the characteristics of the American educational system as follows:

"The improvement of the present situation with respect to local school units is one of the important problems that must be solved in the near future if effective education is to be provided the children in the rural areas. The units of school administration in most rural areas are at present too small for effective service. Adequate leadership cannot be provided under existing conditions and the cost of education per child served is often exorbitant, especially if the deficient quality of the program is taken into consideration. The tax base is usually too small to

3

Orville G. Brim, Rural Education (New York: The Macmillan Company, 1923), pp. 258-259.

4

John Dale Russell and Charles H. Judd, The American Educational System (Boston: Houghton-Mifflin Company, 1940), p. 135.

provide effective support, the school plants in rural areas are inferior to those in cities, and the teachers in rural areas are often inadequately prepared and relatively unsupervised. Most of these deficiencies could be remedied by enlarging the local units for school administration."

5

Dr. Stevenson studied the effects of group size upon instruction. In this study he used the second-semester first-year pupils and the first-semester second-year pupils of four large Chicago high schools as subjects. He secured complete data from 134 high-school classes enrolling 2,821 pupils. The "Terman Group Test of Mental Ability" was given to these pupils, who were then classified as follows:

1. When two or three classes in any subject could be taught by one teacher, the pupils were divided into large and small classes. The small group might contain from 15 to 20 pupils and the large group from 30 to 35 pupils. The exact size was determined by the intelligence of the pupils. The pupils were placed in the sections so that the average intelligence score of one group was approximately the same as for the other groups. One teacher then taught both of these sections.

2. When four sections in a subject could be taught by the same teacher, the pupils were first divided into two groups of about the same size, those obtaining low scores being placed in one group, and those obtaining high scores in the other. Each of these groups was then divided into two sections, one large and the other small, so that the average intelligence of the sections was about the same. Thus a teacher taught two bright or two dull sections which were approximately equal in intelligence and variability, but different in size.

5

P. R. Stevenson, Smaller Classes or Larger (Bloomington, Illinois: Public School Publishing Company, 1923), pp. 5-7.

At the end of the semester the teacher gave the same examination to her classes. The term grades of the pupils in each class were also received. The grades were converted into per cents. Dr. Stevenson found that the grades made by pupils in the large classes were just as satisfactory as the grades made in the smaller classes.

Stevenson's evaluation was based upon term marks, and teachers' term marks are unreliable. But the unreliability about which we hear so much is generally the single rating of a pupil's paper or performance. Term marks, which are presumably based upon many observations, may be expected to become more reliable. They are the ratings that count. They are the bases of passing, promoting and graduating pupils. They are recorded in books and handed around from institution to institution. They cannot be ignored. His conclusions indicate trends which have been studied by others, and from them educators are pretty well agreed that a class of 40 is not too large for elementary pupils and a class of 25 or 26 is not too large for high school pupils.

6

Miss Settles has written an interesting article on consolidation in Davis County, Kentucky. She reports the union of six struggling high schools near Owensboro, Kentucky into one modern child-centered high school. Miss Settles reports in a concise interesting manner that the patrons and pupils of Davis County

6

M. L. Settles, "Consolidated Schools for All Children".
Kentucky School Board Journal 22 (January, 1944), pp. 36-37

like their new school.

The Box Elder District of Utah is as large as the State of Massachusetts. Skidmore⁷ reports an enrollment of 95.6 per cent of all children in this district. Of those enrolled one hundred per cent was promoted. In his evaluation, he compares the effectiveness of Utah's educational system with the effectiveness in six other states. He shows that Utah has a much better school system than Massachusetts, Wyoming and Alabama.

7

Charles H. Skidmore, "Progress Follows Consolidation".
Nations Schools 22 (August, 1938), pp. 14-18.

CHAPTER II

Survey of Russell County's High Schools

Russell County has an area of 441 square miles. There were 3707 children between the ages of six and eighteen on the school census of Russell County on June 1, 1946. There were 2668 students enrolled in the county's elementary schools in 1945-1946. During the same period, the high schools of the county enrolled 335 students.

The teachers of Russell County's elementary schools received \$86903.80 for their services. Ninety-eight teachers served the schools for the entire school year. Fourteen of them served for 9 months, while eighty-four served for seven months. At the close of the school year the teachers reported an aggregate attendance of 308945. This represents a cost of \$.2813 to Russell County and the state for each day's attendance per child.

The teachers of the two high schools reported at the close of the year an aggregate attendance of 47782. Fifteen teachers served for nine months and received for their services \$18504.40. This represents a cost of \$.387 for each day's attendance per child.

The minimum educational training required of high school teachers is 126 semester hours of college credit. Only sixty-four semester hours of college credit are required of elementary

school teachers. Russell County recognizes the value of higher education and pays \$.35 each month a semester hour for all college credit up to 126 semester hours in addition to the base salary. Because of higher educational demands, high school teachers generally receive higher salaries than the elementary teachers.

Russell Springs and Jamestown are the only towns in Russell County and are seven miles apart. They are connected by a good road. The geographical center of Russell County is exactly halfway between the two towns, and just north of the highway. The population center is within one mile of the geographical center.

There are only seventy miles of improved roads in Russell County, of which fifty-two miles are paved. The map used in this study shows the location of the surfaced roads and indicates need of more improved roads. The map also discloses the fact that there are no good "feeder" rural roads. There can be but limited consolidation of rural schools until the county sees the importance of good roads.

Russell County has two fully accredited high schools. These are located at Russell Springs and Jamestown, respectively. The two high schools had a combined enrollment of 335 pupils at the close of the spring semester of 1946. Their combined daily membership was 322, and their combined average daily attendance was 269.96.

TABLE I

TOTAL CENSUS, MEMBERSHIP, AND ATTENDANCE OF ALL SCHOOLS
IN RUSSELL COUNTY FOR THE FIVE YEAR PERIOD 1941 - 1946*

SCHOOL YEAR	CENSUS	AGGREGATE MEMBERSHIP	AGGREGATE ATTENDANCE
1941 - 1942	4211	483290	400277
1942 - 1943	4063	542222	392446
1943 - 1944	3867	441475	335211
1944 - 1945	3707	447179	332192
1945 - 1946	3785	457552	356727

* Reports of County Superintendent of Schools,
(Office of Superintendent, 1941 - 1946).

The average size of classes in the elementary schools of Jamestown and Russell Springs is 25.6. The average size of classes in the high schools is 19.5. The average daily attendance in the rural schools is much less than that of the elementary schools at Russell Springs and Jamestown.

The two high schools of Russell County occupy eight recitation rooms. Four of these are in the Jamestown school building, and four are in the Russell Springs building. In addition to recitation rooms, each school has a room for library and two rooms for laboratory use. The schools use the library rooms for study halls. The laboratories in both schools are used for recitation and laboratory studies in agriculture and home economics. Teachers and students report a scarcity of room and request additional rooms such as rooms for the sick, activity rooms, speech rooms, and auditoriums.

Neither school has sanitary toilets nor systems for disposal of waste. The county health officer has condemned the toilet facilities of both schools. Many parents have complained and have offered to help build sanitary toilets. The pupils of the schools condemn the existing facilities, and each year either wreck or burn the buildings used for toilets. The school officials and teachers protect all property belonging to the county as well as could be expected, but all they can do does not

fill the felt need of sanitary toilets.

The accrediting agency which rates Kentucky's high schools each year has never rated Russell Springs or Jamestown High Schools any higher than "B." The inspector each year tells the principals and superintendent: "Build toilets and provide more room for your high schools, and I will rate you 'A'."

Table I discloses some startling facts relating to attendance and membership. In 1945, the elementary schools prepared 296 students for Russell County's high schools. Of this number, only 126 entered high school. The attendance law has helped to keep children in school, but it fails to put more than 42 per cent of Russell County's eligible children in high school. The superintendent, attendance officer and two "helping teachers" are alert, but need the help that can come only from the patrons and taxpayers of the county.

Two buses serve the high school students of Russell County. One of the buses serves the Jamestown High School and one serves the high school at Russell Springs. Neither bus leaves the highly improved roads, and neither bus reaches more than one third of the children who need transportation most. The conservative closed-in voters feel that "What was good enough for me is good enough for my child, and only the fittest survive."

TABLE II
DISTANCES BETWEEN VILLAGES LOCATED IN DIFFERENT
SECTIONS OF RUSSELL COUNTY

Routes	Distance in miles
Jamestown to Greasy Creek	4
Jamestown to Welfare	3
Jamestown to Sewelton	6
Jamestown to Wolf Creek	10
Russell Springs to Decatur	8
Russell Springs to Clear Springs	5
Russell Springs to Esto	6
Russell Springs to Font Hill	4½
Russell Springs to Welfare	4
Russell Springs to Webbs Cross-Roads	4
Russell Springs to Windsor	12

Road Maps of County Surveyor,
(Office of County Court Clerk, 1946).

Jamestown and Russell Springs High Schools lack auditoriums. Both schools use local church buildings for commencement and other important assemblies. The teachers of speech and music often tell of programs that they would like to offer to the public. Parents regret the inability of their schools to provide auditoriums for public gatherings. The teachers of both schools are compelled to offer programs to small groups consisting of their classes only, since no class room is large enough to contain any larger group.

Russell County, like most counties, makes social progress slowly. The workers at Wolf Creek Dam demand better school facilities than now exist. Already the school facilities are outmoded. The high schools, better than they have ever been, are inadequate. The superintendent each day faces new, strange people who demand things which only an enlightened, clean-living people request; yet his power is in the people, and only the people can give him power to act.

TABLE III
CAUSES OF NON-ENROLLMENT OF CENSUS-AGE CHILDREN OF
RUSSELL COUNTY
 FOR THE SCHOOL YEAR 1945 - 1946 *

Grade	6	7	8	9	10	11	12	13	14	15	16	17	TOTAL
1. Attending School in Another Dist.		3	3	3	4	6	6	4	1	5	7		42
2. Completed H.S.									1		3		10
3. Crippled, Loss of Limbs, etc.			1				1						2
4. Deaf Mutes												1	1
5. Mentally Handicapped						2		1					3
6. Married								1		2	8	6	17
7. In Armed Forces											1		1
8. Under Age (not 7)	175												175
9. Illness (physician's state.)		1	1		1		1		3				7
10. Lack of Trans.				1	2			2					5
11. Lack of Clothing		5	6			1	3						15
12. Started to H.S., but dropped out								1		22	10		33
13. Finished 8th Grade and Quit									3	16	26	26	71
14. Past Compulsory School Age & Quit											11	45	156
15. Working Without Permit								1	2	14			17
16. Indifference of Parents			21	17	6	7	10	10	14	27	31		138
17. Indifference of Child								2	2	9			13
18. Entered Dist. too Late			3	5	6	2	5	3	5	2	5	1	38
19. Total													744

* Report of Attendance Officer
 (Office of County School Superintendent, 1946).

CHAPTER III

Philosophy of Secondary Education

Secondary schools exist for everyone regardless of race or creed. They become more practical each year, and not only fill a gap between elementary schools and colleges but have a definite place as finishing schools. They function best when properly located and well equipped.

Secondary schools serve adolescents as directive agencies. They should direct the youth through the environment into which he has been born. They must not only acquaint the youthful citizen with the nature of society of which he is a part, but they must provide him with power to understand and skills for successful adaptation. They serve best when properly located and intelligently equipped.

Proper attitudes must be formed. Modern education recognizes the proper development of attitudes along with the training of the intellect. Secondary schools have the youth at that age when life unfolds with new wonder, meaning, and significance. The development of attitudes and appreciations will, in the future, take up a place of prime importance in adolescent training. The recognition of this emphasis means

radical change in content and methodology of secondary education.

New interests, aspirations, and power to sense new values, both individual and social, must be guided by an organization best fitted to direct pupils of this age to new permanent satisfactions and higher levels of living. Secondary schools function in this task. They recognize the need of an appreciative but critical attitude toward present modes of thought and behavior. They should be allowed to evaluate every phase of human knowledge, to point out weaknesses and fallacies even in our most cherished modes of thought and behavior, and either to offer suggestions for improvements, or, better still, to see that the present generation has the equipment necessary to effect desirable changes.

A growing emphasis upon a functional conception of education makes great demands upon secondary schools. The social-citizenship significance of youth within a democracy should be given more recognition. When united with the general acceptance that learning grows out of experience, the social-citizenship plea converts the traditional high schools into vast laboratories. The functional conception of education offers no objectives for cultural values, and our modern secondary schools are satisfied to place emphasis upon the practical values and look for cultural values as concomitant outcomes.

The changing conception of the ideal size of class units has materially affected school-building design. It was formerly assumed

that the smaller the class, the greater the instructional benefit derived by each pupil. Questions regarding the truth of this assumption have been recently raised. As a result, many secondary schools have large classes. Most modern secondary-school buildings are being planned with class-rooms of different sizes.

The attention given to hygiene, safety, and sanitation has modified ideas regarding what is desirable in the physical make-up of a school. This is a reflection of social attitudes. Many states have written into their laws definite requirements applying to the construction and equipment of all new school buildings, athletic fields, gymnasiums, and swimming pools. Baths have a place in our secondary schools. Wash-rooms, sick-rooms, and first-aid rooms are called necessities in our modern secondary schools. Toilet and lavatory facilities for boys and for girls should be on every floor of large buildings. Protection against fire should be carefully considered by the architect, the builder, and all members of the teaching staff.

There is an increasing recognition of the educative value of play, manual arts, and motor activities in general. While the early school buildings were primarily places for pupils to sit and study their books (and not well adapted even to that end), the modern educational plant comprises playgrounds, manual art rooms, domestic science kitchens, and a lot of other facilities that have been introduced mainly because social conditions have forced educators to recognize the fact that there are many parts of a

well-rounded education that cannot be gained by reading a book and reciting a lesson. Many educational activities that were formerly supplied by other agencies must now, owing to changed social conditions, be incorporated into the secondary schools.

The coming of good roads and automobiles has rendered the old eight- or twelve-room school house of the box-type obsolete. High schools provide accommodations for hundreds of pupils. In these new modern schools practically all the facilities common to the best city high schools can be and are provided. For high-grade instruction, the cost of education per pupil served in these modern central high schools is much cheaper than in the old-fashioned high school.

A satisfactory school building should be aesthetically pleasing. This is not a simple matter, since it involves not only the architectural outlines of the building itself, but also adjustment to environmental factors of landscape, near-by buildings, type of residential district, section of the county, and the general trend of the fashions of the times. The achievement of this aim is essentially a problem for the architect.

The building must be reasonable in cost. There are no adequate standards of what constitutes a reasonable cost. Local conditions, such as the accessibility to building materials and rates of wages paid unskilled and semi-skilled labor and numerous other

factors influence the cost. It is essential that every feature be studied carefully, with a view of determining whether its inclusion is worth-while. Features that do not contribute in some important and direct way to an efficient educational program should be seriously questioned if they add to the cost of the building.

The building must be adequate to meet the existing educational needs. It must be large enough to accommodate the pupil groups to be served, and it must provide in a satisfactory manner all the needed modern educational facilities. In all the multitudinous details of educational service, the new building should provide the very latest equipment. Staff members who are planning for a new school should make a wide and critical study of other buildings in order to make certain that proposed plans are satisfactory on all points.

CHAPTER IV

How Russell County Can Improve Education Advantages

A central high school for all of Russell County's high school students should be built at Welfare. The site is in the geographical center of the county and only one mile from the population center. It will be still nearer the population center when the Wolf Creek Dam is completed. Welfare is exactly half way between Jamestown and Russell Springs.

The Welfare site is free from environmental noises and confusion. No factories, mills or shops are present or near by to create fumes or contamination. Trees are in abundance, yet none are tall or near enough to obstruct light and air. There are no traffic or transportation dangers, since all roads are straight and built upon level ground. Land in the Welfare community sells at \$150.00 an acre. A few hundred dollars could purchase enough land to provide satisfactory parking space, safety zones, walks, and driveways. A small farm could be bought, at a reasonable price, for students studying agriculture.

The site can be approached from all four sides by motor bus. The road between Jamestown and Russell Springs extends north-east and south-west. It passes through Welfare and is considered one of Kentucky's best highways. The road extending east from Welfare

to Windsor joins the modern highway connecting Russell Springs and Somerset. This road is graded and covered with gravel for five miles, but is unimproved for nine miles. The nine-mile stretch of unimproved road could be easily improved, since there are no streams to cross or hills to climb. One of Russell County's magistrates lives within 100 yards of this road and has already seen the need of road improvement in his part of the county. Longview elementary school is situated near this road.

A paved road extends from the Longview school house to Russell Springs. The Longview school should be transported to Russell Springs, where the pupils could be schooled nine months each year. Longview has been considered a suburb of Russell Springs for many years. This rural school could be taught in Russell Springs better than it is being taught now. The children could occupy one of the rooms now used by the high school. The average daily attendance of Longview's students has always been small because so many students attend Russell Springs school.

The Hale Highway extends from Russell Springs by way of French Valley rural school to Esto, where it joins the Jamestown-Columbia road. It is paved and affords a splendid outlet for the people of French Valley. The proposed plan would have all the children of the French Valley district transported to Russell Springs. There they could be schooled better than they are schooled at present. Since this school reported a very low daily attendance in 1945-1946, it can occupy a part of the room vacated by high school

students and occupied by the Longview school. French Valley is only two miles from Russell Springs and is considered a part of Greater Russell Springs. The citizens of French Valley have wished to patronize the Russell Springs school for many years.

The road from Jamestown to Esto is graded and surfaced with gravel. A school bus could operate over it for the entire school year without repairs or expensive upkeep. The school at Esto is small and is compelled to use an emergency teacher. These children should be transported to Jamestown, where they could be properly schooled without added expense to the Jamestown school. The grades in Jamestown are small and can accept the Esto children into their classes without any changes in the number of rooms used or teachers required. Esto is only six miles from Jamestown, and the citizens have used Jamestown as a trading center for the past fifty years.

The elementary school at Welfare should be transported to Jamestown and schooled there without an extra room or additional expense.

One of the four buses will leave Welfare at 7:00 A.M. daily. It should take aboard all high school students in the Clear Springs district and those along the road to Windsor by way of Ono and Eli. It should reach Windsor at 7:40 A.M. and should have eighteen to twenty pupils. It should depart from Windsor at 7:45 and should

take aboard twenty students en route to Russell Springs. With a full load it should pass through Russell Springs at 8:10 and arrive at Welfare at 8:20. It should return to Russell Springs for an extra load of pupils assembled at a concentration point and return to Welfare by 8:45, just fifteen minutes before school begins.

Another bus should depart from Esto at 7:00 A.M. daily. It should transport the small group of elementary pupils and the ten high school students to Jamestown by 7:35. The elementary pupils should be left at Jamestown, and the ten high school students along with twenty-five additional high school students should be transported to Welfare. They should reach Welfare by 8:20, and the bus should return to Jamestown for an additional load. It should return to Welfare by 8:45.

The third bus, after delivering the Longview children to Russell Springs, should also transport the French Valley children to Russell Springs by 8:15. It should then transport a load of high school pupils to Welfare.

The fourth bus should leave Sewelton at 7:00 A.M. daily and transport all high school pupils between Sewelton and Jamestown to Welfare. It should reach Welfare by 8:15 and make an extra trip to Jamestown to transport the remaining high school students to Welfare by 8:45.

The proposed plan would eliminate three elementary school

teachers in Russell County and would effect a saving of \$3500.00 in teachers' salaries alone. A further saving on lights, water, heat, and supplies would save Russell County \$1100.00. The present rural buildings and lands should be retained and used for concentration points.

Two teachers could be eliminated from the Jamestown and Russell Springs high school faculties if the proposed plans were carried out. Both high schools have a combined average daily attendance of 270. Both high schools now employ fourteen high school teachers. If the schools were combined, twelve teachers could teach the children just as well, and all special departments could operate as small units where it is necessary just the same as they now operate. This would mean to Russell County a saving of \$2500.00.

The proposed plan would effect a saving of \$6000.00 on instruction and a saving of \$1100.00 on other expenses. This would make \$7100.00 saved annually. Of this amount, \$3000.00 could be used to provide further transportation, and \$4100.00 could be used for retiring bonds.

The present buildings are now inadequate to care for Russell County's schools. The county board will either build two high schools, one in Jamestown and one in Russell Springs, or they will build a central high school, within a couple of years. One good building centrally located could be constructed with smaller cost

than two smaller buildings could be built. The central high school could offer better advantages than either or both of the smaller schools.

The state pays equalization funds to all counties which are unable to operate their schools for eight months each year. Russell County is one of the counties entitled to receive such funds. The amount of equalization money to be granted is now based on average daily attendance and average daily membership.

The proposed plan offers a "child centered" school to the pupils of high school age in Russell County. It also offers a system of transportation for all of Russell County's high school students. A system providing these necessities is called good and is attended by youth. It is believed that attendance in Russell County schools would increase the amount of equalization funds sufficiently to pay for improvements made.

The school house at Longview was burned last year. The children belonging in that district will be compelled to walk to the nearest school which is Font Hill. These children and their parents are not satisfied with the present plans. Since their school house was only three miles from Russell Springs, these children should be transported to Russell Springs. This will mean a saving of \$4000.00, since a new building would cost that amount.

Russell County now uses the services of two "helping teachers." Since Russell County needs educated teachers, these "helping teachers" should be used as regular teachers. Their annual salary

which amounts to approximately \$3000.00 should be applied to the bond and sinking fund account.

Table IV shows that the indebtedness could be liquidated in thirty years without any increase in taxes. The twenty-five cents per \$100.00 increase requested in the proposed plan is for the purpose of improving all of the schools of the county.

TABLE IV

INSTRUCTIONAL COST IN RUSSELL COUNTY 1945-1946

	NO. OF TEACHERS	SALARIES	
Under Present Plan:			
All Elementary Teachers	98	\$ 86903.80	
All High School Teachers	15	18504.40	
All Helping Teachers	2	3000.00	
Other expenses for operating the four schools which should be consolidated		1100.00	
Total	115		\$109508.20
Under Proposed Plan:			
All Elementary Teachers	95	\$ 83403.80	
All High School Teachers	13	16004.40	
All "Helping Teachers"	0	00.00	
Increased Transportation		3000.00	
Total	108		\$102408.20
Saving by using the Proposed Plan			\$ 7100.00

CHAPTER V

Evaluation

Out of the proposed plan with its statistics, philosophy, judgment of experts, and results of experimentation, certain objectives are plainly seen. These objectives are named and evaluated as follows:

1. To inaugurate a school system in Russell County in reach of every boy or girl who wishes to attend a good high school.

If one will study the bus routes and the map, he will find that the transportation system will put a bus within two miles of every high school student in Russell County.

2. To locate and equip a central high school for Russell County's youth so that it will function as a guiding agency.

The location with its abundant room for parking and freedom from confusion will make a center easy to approach at all times. The farm with its experimental plots can guide both students and patrons. The music and speech rooms will provide guidance to high school students interested in speech and music. The manual arts room with its teacher and equipment will guide many talented youth. The home economics teacher with all her equipment can guide home makers. The gymnasium properly directed can teach the youth the noble lessons of "give and take."

3. To provide better opportunity for Russell County's children by providing room for teaching by the laboratory process.

It is a generally accepted psychological truth that people learn by participation. The laboratory process helps to make this possible.

4. To better care for the health and safety of Russell County's youth.

The sick room, the swimming pool, the playgrounds, walks, etc., suggest the need of a health program. The facilities provided by the school together with a good instructor in health will properly care for the health.

5. To give more recognition to the educative value of play, manual arts, and motor activities in general.

The proposed plan offers this recognition by supplying facilities based on the felt need of the pupils. The athletic fields, the playgrounds, the swimming pool, and the gymnasium in the hands of understanding teachers will provide opportunities for Russell County's youth, for play and motor activities equal to the best offerings of city systems of schools.

6. To use transportation and to consolidate the Russell Springs and Jamestown High Schools.

This schedule for bus operations and the location of the proposed school show how this can be done without undue hardship on any one.

7. To determine the cost of putting the proposed plan into operation.

The tables and charts show that the proposed plan effects a saving of \$6000.00 on instructional services and \$1100.00 on maintenance. There will be increased expenditure of \$3000.00 because of extended services on transportation. The savings may be applied to the sinking fund to help meet the bonds falling due.

CHAPTER VI

CONCLUSIONS

1. The schools of Russell County, planned more than fifty years ago, do not serve the county adequately.
2. There is a wave of general dissatisfaction among the patrons of the high schools in Russell County.
3. The population of Russell County has shifted within the past twenty years. It has moved from large hill-side farms located in all parts of the county to small lots along the high-ways. This change has left some school communities with but ten or twelve children.
4. Schools exist for the good of all. They are most effective when the groups of children are greater than fifteen or twenty.
5. The roads of Russell County are not improved to the extent that a program of consolidation involving transportation can take place in all the rural schools.
6. Seven or eight positions in the schools of Russell County can be eliminated at a saving of ten to twelve thousand dollars. This saving would pay for the new building within thirty years.
7. The proposed plan would permit better opportunities for all concerned.

8. The proposed plan can, and it is believed will offer schooling to a larger number of high school students than the present plan can offer.
9. The proposed plan should be explained and interpreted to all public workers, through the press, the pulpit, and the school.

RECOMMENDATIONS

1. Rural schools should be consolidated as rapidly as the geographical and economic conditions will permit.
2. If schools are for the good of the children, the unnecessary teaching positions should be eliminated at once.
3. Russell County is ready for a system of schools maintaining only one central high school. Such a program should be started and put into effect as soon as possible.
4. Russell County does not need "helping teachers." The positions should be eliminated at once.
5. Russell County needs one wide-awake, well-educated supervisor.
6. A tax rate of seventy-five cents on each \$100.00 does not provide sufficient funds for successful operation. The rate for school purposes should be increased to one dollar on each \$100.00.
7. The central high school should be started at the earliest date consistent with good business practices.
8. The building and grounds should be planned for a school population of five hundred pupils. The Wolf Creek Dam will bring five hundred additional families to Russell County.

9. The proposed plan will adequately care for the educational needs of Russell County's high school citizens for fifty years.

10. The plan should be studied further by the superintendent of schools and the board of education.